

Message Text

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PAGE 01 OTTAWA 03987 01 OF 02 172104Z

ACTION EB-07

INFO OCT-01 EUR-12 ISO-00 AF-10 ARA-06 EA-07 NEA-10
IO-13 L-03 H-01 CIAE-00 COME-00 DODE-00 DOTE-00
FMC-01 INR-07 NSAE-00 CG-00 DLOS-09 OES-07 EPA-01
CEQ-01 INT-05 JUSE-00 OMB-01 SS-15 NSC-05 SSO-00
NSCE-00 INRE-00 OIC-02 /124 W
-----172144Z 047305 /72

O 172039Z MAY 77

FM AMEMBASSY OTTAWA

TO SECSTATE WASHDC IMMEDIATE 3497

INFO AMEMBASSY LONDON IMMEDIATE

AMCONSUL MONTREAL

ALL OTHER CANADIAN CONSULS

LIMITED OFFICIAL USE SECTION 01 OF 02 OTTAWA 03987

DOT PASS SECRETARY ADAMS

E.O. 11652:N/A

TAGS: EWWT, SENV, IMCO, CA

SUBJECT: ADMINISTRATION INITIATIVE ON MARINE OIL POLLUTION

REF: (A) STATE 109037; (B) STATE 109275

1. BEGIN SUMMARY. CANADIAN COAST GUARD COMMISSIONER O'NEIL, WHO WILL REPRESENT CANADA ON IMCO COUNCIL NEXT WEEK, BRIEFED ON RECENT USCG INITIATIVES. MESSAGE REVIEWS US-CANADIAN DIFFERENCE OF EMPHASIS ON DOUBLE BOTTOMS, SEGREGATED BALLAST, AND INERT GAS. RECOMMENDS USCG SCHEDULE BILATERAL MEETING WITH CANADA FOR INDEPTH TECHNICAL REVIEW THESE AND OTHER MARINE POLLUTION ISSUES LATE JUNE AND THAT SECRETARY ADAMS CONVEY INVITATION ON BEHALF OF COAST GUARD TO O'NEIL IN LONDON ON MAY 23. END SUMMARY.

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PAGE 02 OTTAWA 03987 01 OF 02 172104Z

2. TCO MET WITH W.A. O'NEIL (COMMISSIONER, CANADIAN COAST GUARD) MORNING MAY 17 AND HAND-DELIVERED LETTER INCORPORATING MATERIAL IN REFTELS. O'NEIL LOOKING FORWARD TO MEETING SECRETARY ADAMS IN LONDON. PER TELECON WITH EB/MA (FARON) TCO HIGHLIGHTED SUGGESTION PARA 4C, REF A, AND INDICATED U.S. WOULD WELCOME FORMAL GOC COMMENTS ON SPECIFIC TECHNICAL SOLUTIONS U.S. IS CONSIDERING, INCLUDING

PROPOSAL OF ALTERNATIVES WHEN THERE IS DISAGREEMENT.
O'NEIL NOTED THIS POINT AND INDICATED GOC MAY DO SO IF
PROTOCOL, AS INTERPRETED HERE, PERMITS.

3. IN COURSE OF CONVERSATION O'NEIL REFERRED (AS DID
GRAVES, DIRECTOR, COAST GUARD SHIP SAFETY, PREVIOUSLY,
SEE OTTAWA 2242) TO DOUBLE BOTTOM AND SEGREGATED BALLAST
AS MOST SERIOUS AREAS OF DIFFERENCE BETWEEN U.S. AND
CANADA. INDICATED HE HAD BEEN INTENSIVELY REVIEWING
CANADIAN POSITION INTERNALLY AND WITH INDUSTRY. THESE
REVIEWS REENFORCED GOC'S TRADITIONAL HESITATION. RE
DOUBLE BOTTOMS, HE SAID THEY WOULD BE HELPFUL IN RELATION
TO MINOR GROUNDINGS, BUT HIS EVIDENCE SUGGESTS SEVERE
PROBLEMS (FLOODING, EXPLOSION HAZARD FROM GAS POCKETS,
SALVAGE DIFFICULTIES) IN MAJOR INCIDENTS. NOTED HE HAD
BEEN ABLE TO TURN UP NO STATISTICAL EVIDENCE TO SUPPORT
POSSIBLE BENEFITS. STATED THAT LAST FALL'S GROUNDING OF
SHIP IMPERIAL ST. CLOUD IN GEORGIAN BAY WOULD HAVE BEEN
IMPOSSIBLE TO RELIEVE IF IT HAD DOUBLE BOTTOM GIVEN STATE
OF PRESENT SALVAGE TECHNOLOGY. SHIP SIMPLY COULD NOT HAVE
BEEN MOVED.

4. RE SEGREGATED BALLAST, O'NEIL NOTED GOC SUPPORTS THE
1972 CONVENTION FOR NEW VESSELS OVER 70,000 TONS.
INFORMATION AVAILABLE IN OTTAWA DOES NOT SHOW WHY U.S.
WANTS TO EXTEND THIS DOWNWARD TO 20,000 TON LEVEL.
CANADIAN THINKING IS THAT CRUDE WASHING IS THE BETTER
APPROACH. IN ANY EVENT, GOC WOULD OPPOSE RETROFIT OF
EXISTING TANKERS OF ANY SIZE AS COSTS WOULD BE TOO GREAT
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PAGE 03 OTTAWA 03987 01 OF 02 172104Z

IN RELATION TO BENEFITS. IN RESPONSE TO OUR QUESTION AS
TO WHY GOC TOOK THIS APPROACH GIVEN LIMITED CANADIAN-FLAG
TANKER FLEET, O'NEIL WOULD ONLY SAY DOMESTICALLY THIS WAS
NO PROBLEM BUT GOC WAS TRYING TO LOOK AT ISSUE FROM AN
INTERNATIONAL VIEWPOINT.

5. GOC ALSO HAS MORE LIMITED PROBLEM WITH U.S. INITIATIVE
RE INERT GAS. SEES THIS AS CONTRIBUTING TO SAFETY BUT
NOT TO POLLUTION CONTROL. SUPPORTS IDEA FOR SAFETY
REASONS ON LARGER SHIPS (100,000 TONS UP), BUT HESITANT
RE SMALLER VESSELS. AGAIN GOC WOULD OPPOSE RETROFIT.

6. IN SPITE OF THESE DIFFERENCES WITH U.S. (WHICH HE
CONSIDERS RESOLVABLE), O'NEIL SEES U.S. AND CANADA AS
BASICALLY OF ONE MIND ON MARINE POLLUTION QUESTION.
ONLY FLY IN THE OINTMENT RE GOOD US-GOC COOPERATION IN
IMCO, HE SAID, WOULD BE ATTEMPT TO INTRODUCE LAW OF SEA
(LOS) CONCEPTUAL ISSUES--ESPECIALLY COASTAL STATE VS
PORT STATE JURISDICTIONAL DICHOTOMY--INTO IMCO CONSIDER-

ATION. CANADA STRONGLY HOLDS TO COASTAL STATE APPROACH
IN LOS; THESE U.S. POLICIES ARE BASED ON PORT STATE
CONCEPT. THIS SHOULD NOT RESULT IN A REAL PROBLEM
UNLESS U.S. USES IMCO FORUM AS SPECIFIC MEANS OF GETTING
ENDORSEMENT OF MORE GENERAL PORT STATE APPROACH. THIS
ISSUE MOST LIKELY TO COME UP IN INSPECTION AND CERTIFICA-
TION QUESTIONS, RATHER THAN IN CONSIDERATION OF TECHNICAL
ASPECTS OF VESSEL SYSTEM.

7. COMMENT AND RECOMMENDATIONS: GIVEN CANADA'S STRONG
ENVIRONMENTAL RHETORIC AND ITS PRESSURE ON U.S. IN SO MANY
ENVIRONMENTAL AREAS, EMBASSY SHARES VIEW THAT U.S. AND GOC
SHOULD BE ABLE TO DEVELOP CLOSE SUPPORTING RELATIONSHIPS
ON MARINE POLLUTION QUESTIONS IN IMCO. HOWEVER, THERE IS

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PAGE 01 OTTAWA 03987 02 OF 02 172107Z

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NEED FOR MORE BILATERAL DIALOGUE ON THESE ISSUES. AS
AMPLIFICATION OF SUGGESTION (WHICH O'NEIL WAS NOT AWARE OF)
IN PARA 4, LONDON'S 6994, EMBASSY RECOMMENDS THAT U.S.
COAST GUARD CONSIDER SCHEDULING US-CANADIAN MEETING
(PERHAPS TWO DAYS IN LENGTH) IN LATE JUNE FOR INDEPTH
REVIEW OF TECHNICAL ASPECTS OF U.S. PROPOSALS AND THAT
SECRETARY ADAMS EXTEND A SPECIFIC INVITATION TO O'NEIL
IN LONDON MAY 23. O'NEIL TOLD TCO HE WOULD WELCOME SUCH
AN OPPORTUNITY TO MEET, WOULD PROBABLY HEAD THE GOC TEAM
HIMSELF, AND WOULD HAVE NO PROBLEM IN PRINCIPLE WITH
GOING TO WASHINGTON FOR SESSION. WE CONSIDER CANADIANS--

THROUGH O'NEIL-- EAGER TO WORK WITH US AND BELIEVE AN
INVESTMENT OF TIME FOR A BILATERAL SESSION EARLY IN THE
IMCO SCHEDULE WOULD BE MOST USEFUL. BASED UPON OUR
OBSERVATIONS OF US-CANADIAN RELATIONS IN ICAO AND IN
UN FORA DEALING WITH OTHER TRANSPORT QUESTIONS, WE FEEL
THE MULTILATERAL SETTING DOES NOT PROVIDE ADEQUATE
OPPORTUNITY FOR THE DEVELOPMENT OF NORTH AMERICAN
SOLIDARITY ON TECHNICAL QUESTIONS OF CONSIDERABLE POLITICAL
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PAGE 02 OTTAWA 03987 02 OF 02 172107Z

IMPORTANCE. AN INVITATION EXTENDED QUIETLY BY SECRETARY
ADAMS WOULD EMPHASIZE OUR INTEREST IN A NORTH AMERICAN
COMMON APPROACH AND WOULD BE CONSISTENT WITH THE HIGH
PRIORITY THE U.S. GIVES TO MARINE POLLUTION. ENDERS

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